

## **CROSS-BORDER HUMANITARIAN ASSISTANCE PROGRAM FOR AFGHANISTAN**

### **I. Introduction**

In 1985, the U.S. Government initiated a humanitarian assistance program for war-affected Afghans to counter the systematic destruction of crops, livestock, and property occurring inside Afghanistan. Our intention is to minimize the suffering of the Afghan people and, at the same time, stem the flow and encourage the repatriation of refugees so as to relieve the burden the war has inflicted on Pakistan.

The Humanitarian Assistance Program for Afghans living inside Afghanistan is administered by the Agency for International Development (A.I.D.) and is separate from the U.S. Government program for Afghan refugees in Pakistan, which is the responsibility of the Department of State. Budget levels for the Humanitarian Assistance Program have increased rapidly with \$8 million provided in FY 1985, \$15 million in FY 1986, \$30 million in FY 1987, and \$45 million in FY 1988. These funds are used to sponsor humanitarian activities that are planned and executed by the Seven Party Resistance Alliance and by American and European private voluntary organizations (PVOs). The U.S. Government provides additional funds to support a food aid program and a relief flight program. Through the relief flight program, humanitarian commodities are delivered to the resistance, and war-wounded Afghans are transported to hospitals in the West and the Middle East for free medical care. Details of the humanitarian assistance, food aid, and relief flight programs are provided below.

### **II. The Existing Program**

#### **A. Humanitarian Assistance:**

Through its humanitarian assistance program, A.I.D. supports the activities of the Alliance technical committees as well as American and European PVOs. The technical committees, with assistance from A.I.D. contractors, are providing education, health, and agricultural services inside Afghanistan. They are also delivering commodities, such as textbooks, medical supplies, and agricultural machinery and livestock. To facilitate the delivery of commodities, A.I.D. has provided a number of trucks and pack animals.

The PVOs currently focus on two types of activities: training medics and distributing small amounts of cash to families inside Afghanistan for the purchase of food and other commodities critical to survival. Increasingly, however, PVOs are becoming involved in activities designed to boost agricultural production in Afghanistan.

A.I.D. believes it is important to work with both the PVOs and the Alliance. The PVOs provide access to Western expertise and have been instrumental in promoting the cause of the Afghan people to Western governments, the Western press, and the Western public.

By working with the Alliance, we are able to develop an institutional capability among Afghans to perform the civil functions of Government. Moreover, A.I.D. extends the reach of its assistance by working through the Alliance. Whereas PVOs have tended to concentrate resources on a few commanders in a few regions, the Alliance has a much broader base.

#### **B. PL-480**

To increase the availability of food inside Afghanistan, the U.S. Government has been making annually increasing donations of wheat. In FY 1986, 20,000 metric tons were provided. The level increased to 23,000 metric tons in FY 1987 and 60,000 metric tons in FY 1988.

Under current arrangements, the U.S. Government ships the wheat to Karachi where it is off-loaded and consigned to the Government of Pakistan. To save on inland transportation costs, the Government of Pakistan, in turn, provides an equivalent amount of wheat from its stocks near the border areas to representatives of the Alliance.

#### **C. Humanitarian Relief**

A.I.D. also administers the field activities of the Department of Defense (DOD) Humanitarian Relief Program, often referred to as the McCollum Program after one of its principal legislative sponsors. The program was created by Section 305 of PL 99-145 and provides for the transport of non-lethal, excess DOD property as well as humanitarian goods donated by private sector individuals and organizations. As of July 31, 1988, nearly 2,000 tons of blankets, medical supplies and other humanitarian goods had been transported over the life of program for use by war-affected Afghans.

The DOD flights also carry war-affected Afghan patients to the U.S., Europe, and the Middle East for free medical treatment. As of July 31, 1988, over 600 patients had been placed and 500 had completed treatment and returned to their families. A.I.D. has made grants to the International Medical Corps and the Intergovernmental Committee for Migration to undertake the screening and placement of these patients.

## **Humanitarian Assistance for Afghanistan**

### **Summary of Activities**

#### **A. Humanitarian Assistance**

##### **1. Projects Implemented through the Alliance**

**Commodity Support Project** - To counter Soviet destruction of crops and property in rural Afghanistan, this project is providing war-affected Afghans with a range of humanitarian goods which includes food, medical supplies, shelter, and related items. The project also provides vehicles and pack animals that are critical to the transport and distribution of goods. Identification of the goods for which there is the greatest need is made by the Alliance Logistics Committee. The American Manufacturers Export Group, an 8-A firm under contract to A.I.D., handles procurement of the goods as well as logistics and commodity accounting within Pakistan.

**Education Sector Support Project** - This project is being implemented through the Alliance Education Council with assistance from the University of Nebraska at Omaha. An Education Center for Afghanistan has been established to provide direct support (textbooks, supplies, teacher training, and stipends) for education in the liberated regions of Afghanistan.

**Health Sector Support Project** - The objectives of this project are the develop a training program for health care personnel, set up health clinics, and establish a supply system for distribution of medicine and related commodities inside Afghanistan. It is implemented through the Alliance Health Committee which receives technical support from a U.S. consulting firm, Management Sciences for Health.

**Agricultural Sector Support Project** - This project was developed to increase agricultural production in the liberated regions of Afghanistan. It is being implemented with assistance from Volunteers In Technical Assistance (a U.S. private voluntary organization). Through the project, A.I.D. finances the dissemination of agricultural information to farmers; increases the availability of agricultural commodities, such as irrigation pumps and draft animals inside Afghanistan; and provides resources that contribute to the restoration and repair of rural infrastructure.

**Technical Services and Support Project** - This project provides the funds required to identify, develop and evaluate projects for the cross-border program and supports small activities which do not warrant separate project status. Implementation is carried out through direct contracts with the A.I.D. Representative in Islamabad.

**2. Activities Implemented Through Private Voluntary Organizations**

Since the beginning of its program, A.I.D. has financed European and American PVO activities in health, food aid, education, and agricultural production. In FY 1986, grant funds totaling \$9.5 million were committed to sixteen PVOs. Fifteen continuing activities received \$9.4 million in FY 87. PVOs received another \$9.4 million in FY 1988. A.I.D. financed PVOs through two funding vehicles: the PVO Co-Financing Project and the Rural Assistance Project. The majority of funds committed under the PVO Co-Financing Project are supporting health activities. The Rural Assistance Project finances the distribution of cash grants to Afghan families for food and other commodities related to survival as well as activities designed to increase agricultural production.

**B. PL-480 Title II Assistance -**

To increase the availability of food inside Afghanistan, the U.S. Government has been making annually increasing donations of wheat. In FY 1986, 20,000 metric tons were provided. The level increased to 23,000 metric tons in FY 1987 and to 60,000 metric tons in FY 1988.

The U.S. Government has also contributed to the inland transportation costs of the wheat. In order to generate funds for transport in FY 1986, 17,900 metric tons of soy bean oil were granted to the Government of Pakistan for sale on the local market. In FY 1986, a \$6 million cash grant was made to cover transportation costs.

**C. Department of Defense Humanitarian Relief Program** - In addition to the A.I.D. portfolio, the A.I.D. Representative administers the field activities of the DOD Humanitarian Relief Program, often referred to as the McCollum Program after one of its principal legislative sponsors. The program was created by Section 305 of PL 99-145 and provides for the DOD transport of non-lethal, excess DOD property and humanitarian goods donated by private sector

individuals and organizations. Nearly 2,000 tons of blankets, medical supplies, and other humanitarian goods had been transported over the life of the program as of July 31, 1988.

On their return to the U.S., the DOD flights carry war-wounded Afghan patients to the U.S., Europe, and Middle East for free medical treatment. As of July 31, 1988, over 600 patients had been placed. A.I.D. has made grants to the International Medical Corps and the Intergovernmental Committee for Migration to undertake the screening and placement of these patients.

**HUMANITARIAN ASSISTANCE PROGRAM  
FOR  
AFGHANISTAN  
SUMMARY OF ACHIEVEMENTS  
(As of July 31, 1988)**

**Commodity Support**

- o A procurement and distribution system has been established and hundreds of tons of humanitarian assistance have been provided through the system. Examples are given below.
- o Over 200,000 seven-day food packs and 128,000 one-day food packs have been distributed inside Afghanistan. These food packs contain balanced meals for a family of four, and were specially designed by Muslim nutritionists. Considerations included nutritional value, cultural acceptability, transportability, and cost.
- o Five hundred pick-up trucks, heavy trucks, and tractors have been procured.
- o More than 600 pack animals have been procured in the U.S.; almost 400 have been procured in Pakistan.
- o Approximately 17,000 blankets and 16,000 sets of clothing have been procured.

**Education Sector**

- o The Education Center for Afghanistan, which is responsible for the implementation of Resistance-sponsored education activities, is in operation with seven divisions and qualified staff of 54 individuals, 37 of whom are professionals.
- o More than 1200 schools are being supported inside Afghanistan with textbooks, instructional aids, and administrative materials.

- o A primer has been prepared and published in both Dari and Pushto.
- o Textbooks for grades one through four have been prepared.
- o Textbooks for grades one through three have been published and 360,000 copies have been printed.
- o Over 100 district directors of education have been trained and deployed.
- o Literacy classes have been conducted for almost 20,000 adults.
- o 42 students are at the University of Nebraska for 9-12 months of training.

### Health Sector

- o An Alliance Health Council, which is responsible for the implementation of resistance-sponsored health activities, has been established with a technical advisory committee, six operational divisions, and a professional staff of 29.
- o 810 basic health workers have been trained.
- o 54 clinics and more than 475 health posts have been established inside Afghanistan.
- o Approximately 150 metric tons of medical supplies and equipment have been delivered to 655 locations inside Afghanistan.
- o Vaccinators have been trained and deployed for Phase I of an immunization campaign.

### Agriculture Sector

- o Agricultural extension information is being broadcast into Afghanistan.

- o Agricultural commodities are increasingly available in the liberated regions of Afghanistan through an A.I.D.-financed marketing program.
- o 63 underground irrigation channels have been cleaned and rehabilitated and 231 others are under repair.
- o One cable bridge, one reservoir, one irrigation diversion, and one road of 43 kilometers have been completed.

### **PVO Activities**

- o A survey to collect agricultural production information has been completed and analysis of the information is underway.
- o Over 300 medics and health care workers have been trained.
- o More than 70 clinics and small hospitals are being supported inside Afghanistan.
- o Almost 500 displaced families have been relocated to relatively peaceful regions in Afghanistan.

### **Humanitarian Relief Program**

- o Nearly 2000 tons of DOD non-lethal excess property and privately donated humanitarian goods have been transferred to the Alliance.
- o Over 600 war-wounded Afghans have been placed in Western hospitals for free medical care. About 500 of these patients have completed treatment and returned.



P.L. 480 Food Aid

- o In FY 1987, 23,000 metric tons of wheat were provided to Afghans living inside Afghanistan. A 60,000 metric ton contribution of wheat was made in FY 1988. Under current arrangements, the U.S. Government ships the wheat to Karachi where it is off-loaded and consigned to the Government of Pakistan. To save on inland transportation costs, the Government of Pakistan, in turn, provides an equivalent amount of wheat from its stocks near the border areas to representatives of the seven parties of the Resistance Alliance.

**U.S. Government Contributions  
To Afghan Relief  
(\$ millions)**

	<u>FY 1986</u>	<u>FY 1987</u>	<u>FY 1988</u>
<b>1. Cross Border Program</b>			
<b>A. Cross Border</b>			
Humanitarian Assistance	<u>18.9</u>	<u>29.9</u>	<u>45.0</u>
Health Sector Assistance	(3.5)	(5.0)	(7.2)
Education Sector Assistance	(1.1)	(3.0)	(6.35)
Agricultural Sector Support	(0.6)	(1.5)	(4.5)
Commodity Export Program	(3.8)	(10.1)	(16.2)
PVO Co-Financing	(9.4)	(9.1)	(6.4)
Rural Sector Assistance			(3.0)
USIA Afghan Media Project		(0.6)	
Technical Services & Support	(0.5)	(0.6)	(1.35)
<b>B. Cross Border</b>			
PL 480 Title II Grant Assistance	<u>8.9</u>	<u>3.0</u>	<u>18.0</u>
Commodity Grant	(8.9)	(3.0)	(7.5)
Ocean Freight	(n/a)	(n/a)	(4.5)
Internal Transport Grant			(6.0)
<b>C. Cross Border</b>			
Humanitarian Relief (McCollum Program)	<u>3.0</u>	<u>9.5</u>	<u>10.0</u>
Patient Selection and Placement and Other A.I.D. Incurred Costs	(0.3)	(2.0)	(2.5)
International Transportation & Support and Other DOD Incurred Costs (est.)	(2.7)	(7.5)	(7.5)
<b>2. On-going Refugee Programs in Pakistan</b>	<u>49.55</u>	<u>67.9</u>	<u>52.0</u>
A. UNHCR	18.97	21.6	16.0
B. WFP	25.28	37.5	33.0
C. Volags and Other	5.30	8.8	3.0
<b>3. Response to UN Appeal of June 1988**</b>			<u>16.7</u>
<b>Total:</b>	<u>80.35</u>	<u>110.3</u>	<u>141.70</u>

\*\* Consists of 80,000 MT of wheat and 3,000 MT of dried milk.